COMMUNITY PLANNING **Review Revue** CANADIENNE D'URBANISME

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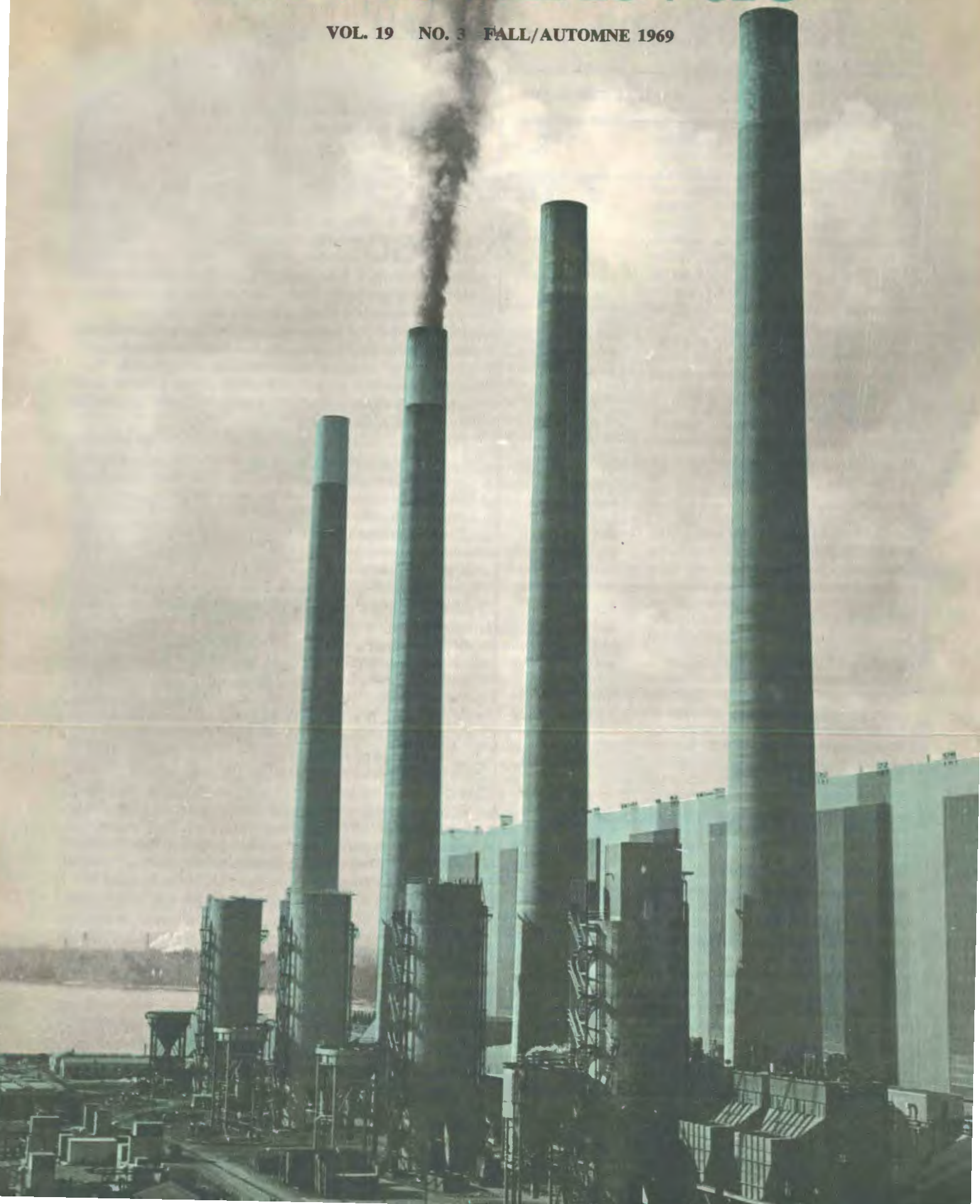

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ARTICLES Page

THE GREAT CLEAN-UP 4
Leonard Bertin

RESOURCES FOR PLANNING 9
J. Paul Melin

PLANNING IN DENMARK 12
Leopold Goldschmidt

PLANIFICATION DE L'EXPANSION RÉGIONALE 19
L'honorable Jean Marchand

PLANNING FOR REGIONAL DEVELOPMENT 22
The Honourable Jean Marchand

LA PRÉPARATION DU FUTUR CITOYEN À LA PARTICIPATION 25
L'honorable Jean-Marie Morin

DEPARTMENTS

PREVIEW 2

THE PRESIDENT'S PAGE 3

NEWS, VIEWS AND NOTICES 16

1969 NATIONAL PLANNING CONFERENCE 28

CPAC NATIONAL LIBRARY 30

COVER COMMENT

Precipitators at Lakeview Generating Station have virtually licked the problem of fly ash as a pollutant. The stack on the right handles emissions from units 1 and 2, equipped with dust collectors rated at 98% efficiency. Emission from the second stack, which handles units 3 and 4, is hardly visible despite a combined output of 490,000 kilowatts. See page 4 for story on pollution clean-up.

(Ont. Hydro photo)

PREVIEW

CAN A MODERN community ever hope to keep any sort of control over its environment? The answer to this question is fundamental and vital to the very existence of industrialized man as he continues to contaminate his surroundings. In a very real sense, the region is the community in the area of pollution control.

Pollution is often a problem, not only of regional or national, but of international concern. One of the best known examples is Lake Erie, now practically a "dead lake" between Canada and the U.S.A., thanks to factories along its shores. Atmospheric pollution knows no geographic boundaries, especially when it is caused by radio-active fallout.

In Newfoundland earlier this year the fish in Placentia Bay were mysteriously poisoned. Some weeks later a similar mass extermination occurred in the Rhine River in Europe. How many once-heavily populated beaches across Canada were denied to swimmers this past summer because of various kinds of man-made wastes?

This spring the B.C. Division of CPAC drew to the attention of government ministers, M.P.s and M.L.A.s its deep concern over what happened recently at Santa Barbara, California. Our B.C. associates stressed the need for strict controls to prevent such a disaster occurring in Canada.

Santa Barbara's battle began about a year after the federal government had sold offshore drilling leases to 26 oil companies for a total of $603 million. In January 1969 one of the underwater wells blew out, spewing oil to the surface. The leak was stopped after 24 hours. Then another occurred. And another.

In the following weeks an estimated 250,000 gallons poured into the ocean. Oil slid onto the famous Santa Barbara beaches; the harbour was coated with crude. Birds, fish, shellfish, insects, plant-life—all were caught in the gooey, deadly mess. The once-beautiful holiday resort became a near-disaster area as men strove in vain to stem the invasion.

Santa Barbara blames Washington for allowing what it calls "irresponsible exploitation of the nations' natural resources." Two billion dollars in damage suits have been filed by private citizens and public agencies. The Santa Barbara NEWS-PRESS editorializes that "no amount of money . . . can justify the wrong being done to this coastline. . . . There are times when a community must stand up and be counted. Now is one of those times for Santa Barbara."

An aroused national conscience to prevent pollution is urgently needed in Canada, just as much as it is in the United States.

As pointed out by science-writer Leonard Bertin, in the article beginning on page 4, many Canadians are aware of their responsibilities and are spending huge sums in "The Great Cleanup" campaign. But whether the fight against pollution is spearheaded by industry or government, it's the public who pays. How much we can afford to pay will determine the quality of our environment.

A.T.P.

The President's page

SEVERAL WEEKS ago every member of CPAC received a copy of the proposed revision of this Association's national by-laws. You were invited to submit any suggested amendments to this draft in writing to National Office, prior to its presentation for approval at our 1969 Annual General Meeting on 17 September in St. John's, Newfoundland.

By-laws don't make the most entertaining type of reading. Normally they are couched in legalistic jargon and are only referred to when one is confronted with a constitutional problem.

Chances are not many members took the trouble to read through the printed draft you received early in July. Perhaps you may be interested, however, to know something of the background leading up to this rather extensive by-laws revision.

CPAC was formed in 1946 by a group of forward-looking citizens who realized the post-war era would pose many challenging problems in the development of our towns and cities. Our original by-laws defined the objective of CPAC as being "to foster public understanding of, and participation in, community planning in Canada."

Gradually the Association grew in numerical strength and influence across the country. Today we have approximately 30 local or regional Branches, each forming a part of the provincial Division in which they are geographically located. Divisional representatives collectively make up the National Council, which meets at least twice a year to review progress, set overall policy and suggest program guidelines.

Twenty-one years after the creation of CPAC, National Council and executive staff members met in a Thinkers' Conference "to take a broad and comprehensive look at CPAC as it is now in action and as we would like to see it in action in the future." After four days and nights of concentrated evaluation and reappraisal, we emerged with a new statement of objectives and a set of action guidelines for the attainment of an improved living environment. During the past two years, several important steps have been taken to implement the vision glimpsed at that meeting in the Abbey Saint-Benoit-du-Lac.

One fundamental step has been the proposed revision of our national by-laws. Like an individual with his home, an organization must ensure its structure is built on a firm and practical framework. That's why we invited you, as a member of CPAC, to inspect this document before its adoption this month in St. John's.

* * *

CHAQUE MEMBRE de l'A.C.U. recevait, il y a quelques semaines, une copie du projet de revision des règlements nationaux de notre Association. Vous êtes invités à soumettre par écrit au Bureau National, les amendements que vous suggérez et ce, avant la présentation du projet lors de l'Assemblée générale annuelle de 1969, le 17 septembre à St-Jean, Terre-Neuve.

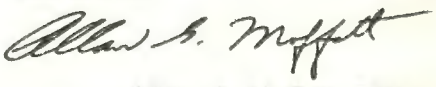
La lecture de règlements ne constitue pas une activité particulièrement amusante. Ils sont habituellement transcrits dans un jargon légal et l'on y réfère que lorsqu'on est en face d'un problème constitutionnel. Il est probable que peu de nos membres se sont arrêtés à lire le texte imprimé qui a été distribuée au début de juillet. Vous êtes peut-être intéressés toutefois à connaître la suite des événements qui nous ont amenés à une revision si complète des règlements.

L'A.C.U. a été fondée en 1946 par un groupe de citoyens éclairés qui ont réalisé que la période après-guerre donnerait naissance à des problèmes d'envergure dans le développement de nos cités et villes. Nos premiers règlements définissaient l'objectif de l'A.C.U. "la promotion de la compréhension et de la participation du public dans le développement communautaire au Canada". Graduellement, l'Association a grandi en nombre et en influence à travers le pays. Actuellement, nous regroupons quelques 30 sections locales ou régionales, chacune faisant partie de la division provinciale où elle est géographiquement située. La collectivité des représentants des Divisions forme le Conseil National qui se réunit au moins deux fois l'an pour examiner le progrès réalisé, pour établir des politiques générales et pour suggérer des programmes-cadres.

Vingt-et-un ans après la formation de l'A.C.U., le Conseil National et le personnel d'exécution se sont réunis pour une séance de réflexion, "afin de faire un examen général et compréhensif de l'A.C.U. tel qu'elle réagit présentement et tel que nous aimerions la voir réagir dans l'avenir".

Après quatre journées d'évaluation et de ré-évaluation profondes, nous sommes émergés avec un nouvel énoncé des objectifs et certains principes-directeurs qui pourraient orienter nos activités pour assurer à tous un meilleur milieu de vie. Au cours des deux dernières années, plusieurs échelons importants ont été franchis dans la mise en oeuvre de l'orientation envisagée lors de cette réunion à l'Abbaye St-Benoit du Lac.

Une étape fondamentale était la refonte de nos règlements généraux. Tout comme un individu le fait pour sa maison, un organisme doit s'assurer que ses structures sont assises sur une base solide et pratique. C'est pourquoi, nous vous avons invités en qualité de membres de l'A.C.U., à examiner ce document avant son adoption ce mois-ci à St-Jean.



Allan G. Moffatt, P.Eng.
National President

The Great Clean-up . . .

and what it's going to cost us

by LEONARD BERTIN

REPRINTED COURTESY IMPERIAL OIL REVIEW

EVERYONE appreciates sparkling water and clear blue skies, and most people prefer peace and quiet to the roar of city traffic and the scream of high-powered jets. The question that remains still to be answered is: How much are we prepared to pay for these rapidly vanishing luxuries?

A professor from Texas told a meeting in Toronto recently: 'There's no clean air left in North America. The only clean water you'll find is in the laboratory.' To some extent, what the professor asserted about today's conditions would have been equally true of the situation a hundred, a thousand, or even 10 million years ago. No air is truly pure. It always contains the breakdown products of vegetable decay and, very often, it is sullied with the dust of desert storms or forest fires, sea salt and debris from outer space. Even the whitest snow may have picked up some of this muck on its way down and, sooner or later, as the same water wends its way across and through the earth on its way to the sea, it will pick up elements and salts of all sorts from the ground and become 'hard'. But it wasn't contaminants of this sort, the result of natural processes, that the professor was talking about. It was those that are man-made, that have turned crystal clear trout streams into turgid sewers and have occasionally even made the air over some of our cities foul to breathe and hurtful to the eyes.

Environmental pollution is many things to many people. Recently, it was defined by the U.S. Presidential Scientific Advisory Committee as 'the unfavorable alteration of our surroundings, wholly or largely as a by-product of man's actions, through direct or indirect effects or changes in energy patterns, radiation levels, chemical or physical constitution and abundance of organisms.' Of the air, it has been said that pollution occurs 'when wastes are produced so rapidly or when they accumulate to such concentrations that the normal self-cleansing properties of the atmosphere cannot cope with them.'

Rivers, too, have their own self-cleansing properties. The trouble is that, as man multiplies and covers the earth, and as his activities intensify, these natural potentials are completely overwhelmed. At this point, if someone doesn't step in and do something to remedy the situation and bring it under control, others are bound to suffer for there is only so much air, so much water, in the world. We depend on being able to use both these essential commodities, over and over again.

Dr. Albert E. Berry of the Canadian Institute of Pollution Control points out that, in our modern world, it must be accepted that the environment will never be entirely free of pollutants or other unnatural conditions. The air cannot be maintained free of all obnoxious ingredients, nor can water be the same as it was in the period before man inhabited the earth.

'It would be foolhardly,' he says, 'to think that conditions can be restored to that level. Neither is it necessary to do so. There is a level of tolerance below which man's well-being is not adversely affected. These

Enraged citizens dammed the Presquile River in New Brunswick last summer to contain pollution from factories upstream across international boundary in Maine, focussing attention on one of the problems of control: to be effective, it must apply to everybody who uses a resource. (Mike Saunders photo)

levels have been prescribed over the years and are constantly subject to change. But no longer can it be expected that the environment will be maintained, even at this tolerance level, without involving expenditures and efforts.'

Man, went on Dr. Berry, must be prepared to pay out economic premiums because air and water are not as pure as they were originally. This must be considered as the cost of pollution brought on by man's activities. The main objective should be to see that the defined tolerance limits are not exceeded.

W. T. Perks of the National Capital Commission in Ottawa made a similar point. 'Although the "natural condition" is useful as a theoretical basis of measurement, it is virtually useless as an ideal for environmental improvement,' he said. 'Yet it persists in the ideology of pollution reform. We are constantly exhorted to "restore rivers to their natural condition" and to "prevent the atmosphere from being used for any kind of waste disposal". The costs of the ideal are frequently overshadowed by the moral force of the proposition.' But, if restoring the elements of the environment to their pristine state is an extreme goal, accepting the unmitigated pollution of air, water and soil is equally extreme, he says.

Two incidents in widely separated areas of Canada recently underlined the complexities of the problem. In Centreville, N.B., the citizens, normally a law-abiding lot, reached the limits of personal endurance one day last summer. The stench of rotting vegetation and dead fish in the Presquile River that flows through the city from the state of Maine got so bad they requisitioned five bulldozers and dammed the stream at the frontier. Said one housewife: 'We can't even try to live with that smell . . .' The pollution from a factory on the Maine side that processes potatoes and sugar beets was such that a merchant said he feared the decaying matter could give rise to an epidemic. 'We've had the odor before,' he said, 'but it's never been that bad.'

Centreville is a case where, partly because of international boundaries, local authorities had been powerless to act. In Brantford, Ont., on the other hand, where the Ontario Water Resources Commission took a strong line and gave a long-established glue factory till Aug. 31 to do something about its pollution, the company responded by giving notice to 70 of its 100 employees. The president of the company said it would cost $300,000 to build and $50,000 a year to operate a waste treatment plant that would comply with regulations. With this financial burden to bear, the com-

Some things can't be avoided. The noise, dust and smoke of scrap yards are the alternative to automobile graveyards. (Ken Elliott photo)

pany's glue prices would no longer be competitive. 'The company has been doing business in Canada since 1896,' he said. 'If there was anything else we could do we would have done it.'

DR. O. M. SOLANDT, chancellor of the University of Toronto and chairman of the Science Council of Canada, points out that, although the broad choices that have to be made are obvious in a general sort of way, they are hard to define precisely because they involve complex value judgments. 'I guess the first thing to be considered,' he says, 'is what we consider to be a tolerable level of pollution of any particular kind in a specified place, and what we are prepared to pay to avoid overstepping that level. Each decision reached interacts widely throughout our environment. Nonetheless, the problem must be faced and all available data assembled, analyzed and studied before a choice is made. All the necessary facts will rarely be available but it is better to use all the information that is at hand than to make blindly intuitive judgments.'

In a few cases, clearly definable tolerance levels of pollution can be set. Unfortunately, in many other cases, this is a value judgment based on complex and little-understood factors. An automobile graveyard, for example, may be necessary if the streets are not to be cluttered with abandoned cars, but to some people it represents an intolerable blot on the landscape. Acceptable purity of water means two quite different things to an industry struggling for survival and a fisherman out for sport.

'When it comes to deciding how much we are willing to pay for avoiding pollution or even for adding to the non-essential amenities of life, we are again in an area

Water treatment system for Consolidated-Bathurst's new kraft pulp mill in Pontiac County, Que., cost $2.6 million. Clarifiers, neutralizers and oxygenators treat effluent water before returning it to the Ottawa River.
(George Hunter photo)

of complex value judgments, but also one where Canada is subject to some external constraints over which we have very little control,' says Dr. Solandt. 'There is probably no other country in the world that appears at first glance to have as wide a spectrum of economic choices available to it. At one extreme, we could follow the early pattern of the post-revolution Russian economy and put all available resources into productive investment to expand our primary and secondary industries. Our stores would contain only the bare necessities and most of the amenities of life would be absent, but our rate of economic growth would be very high. At the other extreme, we could devote all of our very substantial earnings to the perfection of the welfare state and to investment in such admirable projects as parks, concert halls, museums and art galleries. This might be a very pleasant society but, with a dwindling source of revenue from productive industry, the idyll would not last very long.'

While it's obvious that neither of these two extremes would be acceptable to the average Canadian, it is not so obvious where the correct balance can be struck between investment in productive industry and longer-term social projects such as better education, better health services and highly desirable amenities of life like a pleasant environment. In making the best choice we can, says Solandt, we must recognize that Canada does not live in isolation, nor does the Canadian environment stop at the border. We are part of the world economy of nations. As such, we depend very much on exports for maintaining our high standard of living, and to maintain our prosperity we must remain competitive.

The predicament we are in is well illustrated by the pulp and paper industry which by the nature of its processes is a very heavy user of water and a major contributor to the biological death of many rivers and lakes. A single kraft (sulphate) pulp mill producing 1,000 tons daily may give rise to wastes equivalent to the sewage produced by a city of 200,000 people; a sulphite mill's waste may be equivalent to the sewage of a city many times larger.

Yet we cannot ban the pulp and paper industry, any more than we can dispense with electric generating stations or the petrochemical industry. The pulp and paper industry now comprises some 60 companies, which operate about 130 mills in nine of the country's 10 provinces and produce about $2 billion worth of goods a year, or nearly five per cent of the gross national product. Nor can we, by the stroke of a new regulation, suddenly place on the industry restrictions so far-reaching that it would be uneconomic for them to continue in business in competition with companies based elsewhere. This is not to say that nothing has been done.

Quebec's 62 pulp and paper mills have spent $30 million in the past nine years to reduce solid wastes in their effluent fluids by about 2,000 tons a day. The remaining solid waste, however, is still substantial at 6,000 tons daily. The mills are working on further reductions of 860 tons a day to meet a December, 1969, objective they have worked out with the Quebec Water Resources Board. After hitting that target, the Quebec mills face a new directive for further reductions in the next five years costing an additional $80 to $100 million.

The pulp and paper industry's experience demonstrates one of the depressing aspects of pollution control – that costs go up far faster than improvements do. For example, during the five years from 1960 through

Clarifier at this same kraft pulp mill lets 75% of suspended solids from mill effluent settle to bottom of 15-ft.-deep, 150-foot-wide pond. (Van's Studio photo)

1964, the mills in Ontario reduced the solids in their effluents by 371 tons a day at a capital cost of $9 million. By the beginning of 1968 the amount of solids removed had been increased to 637 tons a day – nearly twice as much – but the capital cost had gone to $26.4 million – nearly three times as much.

For all Canadian pulp and paper mills to install primary and secondary waste water treatment, the Canadian Pulp and Paper Association's W. F. Fell and H. D. Paavila estimate the total capital cost would exceed $250 million, plus annual operating costs of $40 million. 'Yet even these measures would not assure compliance with the most stringent features of some present regulations,' they point out. Closing the last inch of that gap, says a CPPA spokesman, is simply not economically feasible with the present state of industry technology. The proper course clearly lies in concerted action, taken after proper discussion between industry and all levels of government, after all the facts have been ascertained.

Basically, much of pollution can be traced to conversion of vegetable matter or fossil fuels into energy or new products. Consequently, much of the opportunity for improvement lies in designing and manufacturing apparatus that will remove pollution at the source and convert it into useful energy or worthwhile products.

WITH INDUSTRY expanding at the rate it has done over the last 100 years, the fact that pollution has not become completely intolerable is itself evidence of the work that has already been done by many companies to cope with the problem. Over the past 10 years alone, Imperial Oil, for example, has spent more than $40 million on facilities and measures that help to reduce pollution. Imperial's tanker fleet has done far more than was required by regulations to protect rivers and harbors; the 110,000-ton *Imperial Ottawa,* the latest supertanker, features a sewage control system comprising septic tanks, sterilizers, combustion equipment and garbage grinder. Ontario Hydro since 1949 has spent $30 million on measures to reduce air pollution, and in some areas has achieved spectacular success. The large Lakeview station, for example, just west of Toronto, burns an average of 100 tons of coal an hour in each of its four units. In theory, each ton of fuel burned would result in the discharge of 200 pounds of fly ash into the atmosphere. In fact, only one pound gets out. The rest is trapped by electrostatic precipitators that now remove 99.5 per cent of all the ash produced.

When the Ontario Water Resources Commission in January, 1965, announced new objectives for the pulp and paper industry, the response of the industry was to appoint immediately a committee of three men, made available by their respective companies, to see what could be done. The committee visited all 42 mills in the province. Its findings showed that, in the period 1960-64, the total quantity of solids released into rivers had been cut by 255,000 tons a year, at a cost of $18.3 million. Since then the mills have made further reductions of 271,000 tons-including estimates for 1968 – at an additional cost of $24 million.

THE DEMAND for further action by all segments of industry is widespread, to the point where pollution control has become a major political issue. In the last Canadian federal election, for example, anti-pollution legislation was a major plank in the platform of the Progressive Conservative Party and a survey of those who attended the Liberal leadership convention showed that delegates ranked pollution control just behind the constitution as a matter of national concern.

That this concern is shared by the leaders of industry is obvious from many recent statements. But all segments of industry that have inquired into the matter stress the need for action based on full consideration of all the facts. Precipitate action, taken hastily on the basis of insufficient information, could, it is emphasized, do incalculable harm to Canada's economic position without achieving the desired results. This is the stand taken by businessmen who must operate industries in compliance with regulations, but it is not their only stand on the question of environmental conservation. J. E. Baugh, vice president of Petrofina Canada Ltd., told a national conference on pollution in Banff in 1968: 'The industrial community must accept pollution control as a mandatory part of doing business and cooperate with and assist government in setting acceptable standards and by operating in such a way as to remain within those standards.' Baugh went on: 'Canada sorely needs a strong cooperative program between the various levels of government and industry to establish national pollution standards. I believe the appropriate federal government department should aggressively promote further action with the provinces to undertake this project.'

The public, for its own part, must realize that progress cannot be achieved without enormous expenditures of money. Even the minimum cost in U.S. government budget studies is $2.5 billion annually through 1972 – and this does not include sewage facilities. Other studies call for $5 to $10 billion annually through the year 2000 to assure the availability of clean air and water in the United States. In Canada, one government estimate is $350 to $600 million annually through 1980. A study by the American Petroleum Institute came up with an increased cost of two cents per gallon plus a capital expenditure of four billion dollars in refining equipment to made lead-free motor gasoline.

Heavier fuels with low sulphur content will certainly add to our heating and hydro bills. These costs will inevitably be borne by the public, in higher taxes to pay for the public services and in higher prices to pay for the increased costs of manufacturing. How much we can afford to pay will determine the quality of our environment.

Resources for Planning

by J. PAUL MELIN,

CPAC National Vice-President

NOT TOO long ago the word "resources" had a pretty definite meaning. When somebody was out of resources we understood his circumstances. But 1969 is the age of McLuhan. We now have human resources, cultural resources, socio-economic resources and, most abundant of all, resource persons. The chief casualty of the communications explosion has been the poor soul who is trying to comprend what the communicators are communicating.

So, don't jump to conclusions! This article will not centre on the traditional resource, dollars, for planning nor will it attempt to blow your minds with esoteric new resources. In fact, my understanding of resources is closest to the original French "resourdre" – to arise anew, to spring up as water. There is only one resource which can "arise anew and spring up as water" – *people* – and that is the kind of community resource which even the most poverty-stricken town or village has in abundance.

The typical Canadian community, like its counterpart in the United States, represents a stronghold of individualism. Independence of will and of action is not only tolerated but openly admired. In these same communities, however, the common North American belief in voluntary activity for the common good is highly developed and co-operative community activity is a way of life. This type of activity can be observed in two areas – a member of the community feels obligated to assist his neighbor and he also feels obligated to join in co-operative community programs to benefit the community at large.

The choice of the word "obligated" is calculated. Seldom would participants in these community programs feel that such participation was charitable, but rather that it was part of their responsibility as citizens of the community.

Closely paralleling the philosophy of co-operative community action is that of community betterment. This philosophy has manifested itself in as many ways as there are communities on record. It has been the wisdom and strength behind hundreds of curling and skating rinks, hospitals, parks and golf courses. The mobilization of the community to implement and complete these projects has largely been accomplished through the co-operative community action mentioned above.

The vast majority of community betterment activities in our communities has centred around specific projects. There is not a community in Canada where the residents have not, at one time or another, put aside all of their day-to-day differences and joined together in building some project for the benefit of the community. During the period of implementation and con-

struction of a project, many of the traditional community structures are modified. New, change-oriented patterns develop. Upon completion of the physical structure, the administrative processes soon become too dull for the action-motivated initiators of the project and the responsibility for the operation and maintenance falls back on the generally willing shoulders of the community hierachy. As a result, the imaginative goals anticipated by the project initiators may become dimmed by the cold facts of administration or by the cool response of the administrators.

The innovative, change-oriented leadership group simply withdraws and becomes dormant until motivated to re-emerge spontaneously, sometime in the future. The need to involve these innovative, change-oriented people in the long-term planning of their communities is the substance of this presentation.

Community planning is an attempt to rationalize the demands for change in the community with the established requirements of the existing social and environmental structure. The established requirements of the existing social and environmental structure are well understood and control legislation in the form of zoning and building bylaws has been enacted in deference to them. The real art of community planning is in meeting the demands for change.

Acceptable change in a community is subject to some very fundamental requirements. Of primary importance is the need for the change to emerge from the existing community structure. As many an unfortunate consultant has learned, this implies more than acceptance of an idea. Real change can occur only when the community acknowledges the situation requiring change and decides collectively to do something about it. The techniques may come from others but the inspiration must be from within. Any effective change must have a readily identifiable social relationship with the community and with the community sub-culture. In addition, change must have the tangential effect of building a community structure more capable of planning and more capable of using the fruits of the plans. In short, acceptable change will probably be internally motivated, culturally compatible and dynamically productive.

If change is to take place, it must get started somewhere. In the community, change can originate from designated leadership groups or from those outside these groups. Designated groups tend to avoid dynamic change, primarily to remain designated, so most new ideas can be expected from individuals outside these groups. A single, imaginative person is probably behind most community betterment programs. This person, in surveying his community environment, has discovered a situation which, he feels, if not rectified will prejudice the future well being of the community. Unlike many others who may also have discovered the situation but ignored it, this person faces the issue and decides to do something about it. Whether this individual will be able to persuade others to join him in bringing his idea to realization depends upon his understanding of the forces in the community.

If the motives of the initiator of the idea can be generally and clearly understood to be associated with the welfare of the community and not with any personal desire for power or wealth, he can expect a more favorable reception. In addition to honest motivation, the initiator of the idea will enhance its acceptability if he has a history of community activity. Special experience or recognition gained in other than the community environment will be less valuable than direct community activity. Last of all, the successful initiator will probably be a long-time resident of the community.

The people of the community to whom the idea is communicated will weigh it in relation to existing community programs and activities. If the initiator does not have social acceptability, his proposal too will be lacking in acceptability. Most significantly, the idea will be evaluated in terms of conceptual compatibility with what the community really wants to do. What the community really wants to do is often articulated in rather idealistic abstractions of political and social goals.

If the initiator of the idea is to fulfill his desire to implement it, he must expand, in a substantial way, his support. Everyone knows that this means forming a committee. Ideally, every member of this committee should have the same leadership qualities as the initiator and a minimum qualification is that the motivation behind their membership should be one of community welfare. Members should be in a position to draw on organization strengths.

Many organizations which find themselves obliged to maintain a philosophical stance precluding direct participation with another organization can, in common with the other organization, support a third organization dedicated to the community good. In this way the individual goals of each organization become subordinate to the common goals of the community. These types of organizations should be represented on the initiation committee.

The common goal of the committee becomes the implementation of the idea or the accomplishment of the change. Achievement of the goal cannot be realized unless the committee can resolve three questions:

- Can the goal be accomplished – are the time, facilities, money, know how and people available to do the job?
- Can the goal be justified – can the committee really, unanimously agree on the need for proceeding with the program at this time in this community?
- Can community support be obtained – can the power, social and cultural structure be mobilized to support actively the program?

Mr. Melin is a native of Saskatchewan whose interest in and knowledge of community planning is now Canada-wide. He is president of a recently-established urban research and development firm known as Consultantgroup Limited, based in Saskatoon.

A graduate civil engineer from the University of Saskatchewan (1958), he is a member of the Association of Professional Engineers of Saskatchewan and the Engineering Institute of Canada. Active in CPAC affairs for some years, he has served as chairman of the Saskatchewan Division, is currently one of this Association's two national vice-presidents and chairman of the national membership committee.

Mr. Melin and his wife have two children – a boy and a girl. His main hobby is motorsport.

With affirmative answers to these questions, an implementation program is worked out by the committee, the program is carried out and with lots of work the project is completed.

This evaluation of the process of change as it relates to projects should leave you with a good deal of sympathy for those people who attempt to encourage change through long-term community planning. Community planning, as we know it, does not encourage change and does not respond to change. It does not because it doesn't have to. We have never demanded that it must; and we have got just what we deserve. (We need orderly land use – we have received inflexible zoning bylaws. We need safe and sanitary buildings – we have received archaic building bylaws.)

We have never asked for much of anything. We have developed a technology which will soon let us use the real estate on the moon but we haven't required that subdivisions be designed so that we can use the front 25 feet of our lots for anything but a horticultural display area for passing motorists. We have never asked for segregation of pedestrians and vehicles. We have never asked for winter-proof pedestrian ways – we copy the California ideas. We have never asked for those little things which can make life worthwhile – we jet off to Europe, thankful that we can get away for awhile.

Instead of contemporary planning we have legislation. But why not? We have never asked for anything better.

Planning of a community is limited only by the imagination of the residents. To equate community planning with land use and building controls is like handing a fellow a football rule book and then expecting him to go out on Saturday and stop George Reed. Rules are fine but they generally tell you what you can not do. It's what you can do that separates the football stars from the bench warmers, the planned communities from the controlled communities.

And what can be done is virtually unlimited. With regard to community planning, most communities have nowhere to go but up. What is needed now is the courage and determination displayed by our fathers and grandfathers. They founded our communities – it is up to us to make them habitable.

I believe that the first step in developing citizen involvement in long-term planning for community betterment is to involve him in a program of community improvement. Since he is traditionally project-oriented, make the project tangible and meaningful – and that is descriptive of community improvement. It is clean up, paint up, seed some grass, cut some weeds, raise a flag pole, build a park bench, install a litter basket. It's a state of mind. It's being switched on. It's a gas. It's old fashioned community spirit. It's a happening.

Physical improvement of the environment is the most obvious manifestation of self respect. In a properly planned program of improvement, everyone gains because everyone is involved. From the involved citizen working towards community improvement comes the concerned citizen anxious about future community development and confident of his ability to help give positive leadership.

Community improvement and long-term community planning will only come about through the processes of change. They will only come about if concerned people acknowledge their responsibilities to the way of life they enjoy in their communities and determine to act in accordance with those responsibilities.

Planning in Denmark

by LEOPOLD GOLDSCHMIDT,
ASPO's Director of Research.
Reprinted courtesy ASPO NEWSLETTER

BY CANADIAN standards, Copenhagen is not a rapidly expanding city. Nonetheless, 1.5 million population, up from about a million 30 years ago, is a substantial number and reason for some concern, especially when the increase coincides with an explosive boost in the standard of living.

Rapidly rising incomes always present problems, but they are particularly burdensome to large cities at the moment where the bulge on the income distribution

Downtown Copenhagen, with the Town Hall on the right.
(Photo courtesy Scandinavian Airlines System)

curve shifts far enough to the right to permit car ownership. This happened in Denmark in the late 1950's, and the population became motorized almost overnight. Events of this type are predictable, but because of their unpleasant implications they are often ignored until they strike. The auto explosion did indeed take the city by surprise and forced it to rethink its transportation polices. Within a 10-year period, the rethinking was not only completed but translated into a highly efficient transportation network.

Copenhagen has long had a subway, which was extended into new suburban areas, and a substantial number of streetcar lines, which were eliminated in favor of buses. But the essence of the new network is a system of high speed parkways, radial as well as circumferential, with synchronized traffic lights, pleasantly landscaped and functioning with smooth efficiency. Limited-access expressways, though advocated by some experts as a must, were regarded with disfavor because of their excessive financial and spatial needs, and so far only one has been completed, with another stretch under construction.

To date, the prophesied transportation crisis has not come to pass, but some authorities are still confident of impending disaster, especially those to whom the inadequacy of street traffic is an article of faith. Unfortunately, their thinking has been taking hold, and plans are now underway for the construction of another subway through the city, again centered on downtown, and coming at the very time that CBD-destined travel is leveling off and in fact showing signs of declining. These plans seem induced by the type of panic now gripping large cities in other countries where public authorities are turning from expressways to subways as the latest non-solution to their transportation problems.

Copenhagen has been less successful in solving its housing problem, in any of its several dimensions; shortage, cost, age, and deterioration. Housing has always been an irksome problem; before the war, the average Dane grew up in a one- or two-bedroom apartment, often without the modern conveniences of central heating, plumbing, hot water, or refrigerators. During the war, new construction came to a halt and a substantial prewar vacancy rate turned into a severe housing shortage. After the war, housing construction started up again and has proceeded, over all, at a faster pace than ever before. But the housing shortage has persevered.

Since even a moderate housing shortage leads to rapidly rising rents, especially when combined with general inflation, Denmark resorted to the traditional remedy of rent control, which was imposed at the beginning of the war and has been in existence ever since. The effect of rent control, obviously, is to maintain rents at an artificially low level, and consequently the households fortunate enough to occupy older (and often large) units will not be dislodged, even with declining space needs or rising incomes. A second effect is a steady and in part premature deterioration of the housing stock, much of which might be salvaged if it produced higher income.

A third effect of rent control is to exclude young families from the old housing stock, and if they are of moderate income, as young families often are, they are also excluded from new and expensive housing. To solve this problem, the government embarked on a large-scale program of housing subsidies, both in the

Typical prefab apartment building

Single-family homes designed for mass production

form of rent supplements to families with children and as direct financial support to developers, particularly the nonprofit, cooperative societies which have provided most of the postwar housing, typically in large apartment developments.

Rent control and housing subsidies lower the price of housing, and they therefore increase the demand for it. The problem is compounded by a generally rising standard of living, continued immigration, a higher rate of family formation, and more single households, all of which manifest themselves in a higher demand. The government is thus caught in a dilemma: if it abandons controls, the housing price goes through the ceiling; if it retains them, the disparity between supply and demand will persist.

As a final remedy, the government has turned to technology, both to speed up new construction and to lower its cost. Under public prodding, the Danish housing industry, like those of most European countries, has turned to prefab construction, and this has indeed reduced construction time but, contrary to expectations, not the cost. Considerable progress has been made in modular design and factory production of housing elements, and new construction is now mostly of the prefab type, fast to put up but still expensive.

Assembly-line production of housing elements puts a premium on large-scale development and repetitious design, and modern Danish housing therefore tends to be large-scale and drab. The architecture of individual buildings is often superior, but the endless duplication of the same building has a monotonous effect. Also, to overcome high land values, many new apartment buildings are high-rise and highly visible, and this has altered the esthetic character of suburban Copenhagen in ways which are not always beneficial.

Some of the new housing developments are large enough to qualify as new towns (Albertslund, for example) and are self-sufficient in the sense that they incorporate shopping, employment, and recreation. But they are not thought of as new towns, perhaps because the planning theory of new communities is still considered embryonic, perhaps because an explicit new town policy would force the government to decide whether to encourage centralization or decentralization (new towns within or outside metropolitan areas), a decision which it seems unable to make.

From a planning viewpoint, however, the disaster of the unresolved housing problem lies largely in the distorting effect it has on metropolitan development, first by preventing the formation of a free housing market and thus forcing consumers into housing they might not normally choose. For instance, to stretch housing investments, public and private, the government has limited the size and cost of units eligible for public subsidy; Albertslund, for example, consists of apartments and atrium houses with no units exceeding 900 square feet. Since in a free housing market such units would probably be considered too small for families with children, the government is supporting a type of housing which is essentially obsolete, especially if incomes continue to rise as projected.

The second major effect of the housing shortage has been to prevent clearance of the slums of Copenhagen, a somewhat ironical situation because the Danish slum is in fact a housing problem and not, as in the U.S., a combination of social pathologies and poor environment. Danish slum areas may seem paltry by American standards, especially if viewed from a windshield survey, but the central parts of Copenhagen are overcrowded to an extent seldom experienced in American cities, and the typical five- to six-story tenements lack all modern conveniences, including elevators. Clearance of these areas has been longstanding public policy, and many central sites would find immediate reuse as part of the booming office market. But there is no relocation housing for the slum dwellers, so the slums remain and new office construction settles in the "Old Town" of Copenhagen, destroying in the process the most attractive and historically significant section of the city.

Denmark is often described as the place where radical change occurs in imperceptible ways, without social upheaval or dramatic policy pronouncements. It is seen as an ideal sort of place, moving relentlessly toward the solution of its social problems, raising the national income at an accelerating pace (the more remarkable as it is accomplished without a natural resource base), and making solid progress in disentangling the conflicting pressures and aspirations of a society caught up in the whirlpool of technological change. There are those who see the Danish system as one of unwarranted welfare statism and point to the national suicide rate as a sign of underlying social neuroses, reflecting the absence of "healthy" competition and "important" challenges, but even to them the achievements are impressive.

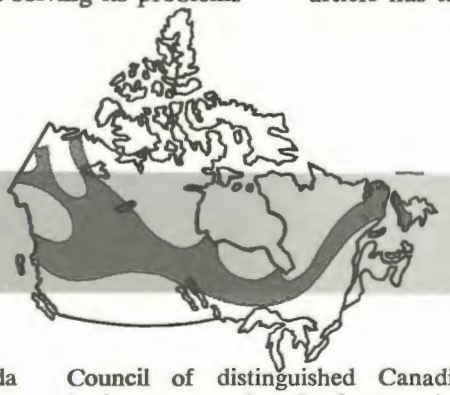
In part, these achievements are due to receptiveness to ideas from abroad. Although Danes are eager to stress the difference between their own and foreign mentality, this has not prevented them from importing ideas as well as products and adapting them to their own taste. An example from the realm of planning is the notion of a public information system; such a system is now being brought into being on a national scale. Another example is use of comprehensive planning as a management tool, a concept which is embodied in a recent decision by the Danish government to set up a steering committee, consisting of the administrative heads of the executive, finance, treasury, and housing departments. Called "perspective planning," the work of the committee will consist of long-range comprehensive planning (charting a course to 1985) as a basis for legislative and budgetary recommendations.

The Danes also feel a deep concern for human well being, often interpreted by foreign observers as socia-

lism. But it is not socialism in the traditional sense – in fact, Danish industry enjoys public non-intervention to an extent that its American counterpart would equate with Nirvana. Instead, there is an interminable preoccupation with questions of social justice and equality that has produced not only an enviable system of social security and welfare but also a state of political paralysis whenever questions of who gets what find no solution in the normal process of political compromise and reconciliation. Discussions of distributional fairness are apt to be sterile, as they tend to split society into countless factions, each determined to secure the best shake. The Danish housing problem seems a sad example of this type of hang-up; the inability to distribute insufficient housing "fairly" leads to a search for "solutions," each more unworkable than the preceding.

The conclusion from this miscellaneous assortment of impressions will come as no surprise to Canadian planners; planning is a difficult undertaking, even in a country which has hospitality embraced it. It is difficult because society does not go about solving its problems in a neat and orderly fashion, along the lines of an over-all design. Instead, society proceeds on the basis of political support, often in several directions at once, pursuing goals which are almost invariably in conflict. And some problems society is unable to solve at all (housing in Denmark, racial discrimination in the U.S.), and these problems exercise an increasingly distorting effect the longer they persist, until finally rational public action is no longer possible.

To these problems of social guidance, planning introduces a problem of its own: the issue of fairness and justice. Since planning has strong distributional overtones (planners often view themselves as champions of social justice), it raises political questions of the most perplexing kind. It is exceedingly easy to criticize, to point out shortcomings and failures. It it harder to understand the shortcomings, and it is downright difficult to overcome them, to figure out how planning can have an impact on societies which are determined to proceed by fits and spurts, in all directions at once, and which occasionally stumble. Needless to add, this article has tackled the easy part.



Mid-Canada Development Corridor Conference

The first session of the Mid-Canada Development Corridor Conference, "to examine the advantages of establishing a nation-wide policy and plan for the development of Canada's Mid-North", was held at Lakehead University from 18-22 August. Sponsored by 11 Canadian universities and the Ontario government, the Conference is composed of invited representatives from Canadian industry, commerce and finance, labour, the professions and the Indian and Eskimo peoples.

This fall, field trips through the Corridor are being conducted for all members, and next June a two-week tour of Northern Scandinavia and Siberia is planned. The second session of the Conference will be held in August 1970.

Conference chairman Richard Rohmer, Q.C., of Toronto, first suggested the corridor concept a couple of years ago as a possible long-range economic development, land-use and resource-use plan for Canada's habitable mid-North. Subsequently, an Advisory Council of distinguished Canadian businessmen and a Conference Convening Board of sponsors were established.

At the outset, it was decided that the Conference and the creation of any future plan for the development of the area should be a totally Canadian undertaking. Accordingly, invitations to participate as members were extended only to Canadian corporations, institutions and government departments. Conference funding is achieved principally by payments from participating firms and organizations.

This examination of the potential of our Mid-North is the most important and significant ever undertaken on the future growth of Canada.

Canada will have an additional 100 million citizens 100 years from now. Canada today has the technological ability, the human resources, the wealth to embark on a planned program for the opening up, urbanization, industrialization and populating of the massive, habitable sectors of our country which lie in Mid-Canada so that those 100 million will not have to remain huddled against the border of the United States, so that the incredible treasures of our natural resources can become accessible, so that they can be taken from above or from under the ground, processed and made by our people into manufactured products providing employment for our citizens and finished goods for competitive consumption in the expanding markets of the world.

Canada can continue to grow in its Mid-North sporadically without plan, virtually by accident of discovery of resources; or it can grow in accordance with a far reaching plan of economic development and land resources use which will provide for new cities, new transportation links, new methods of climatic control, new environmental techniques, new harbours, new technology of all kinds and finally a new common objective, a National Purpose for the people of Canada.

NEWS, VIEWS, AND NOTICES

ST. JOHN'S DOWNTOWN MALL

This summer in downtown St. John's, Nfld., an idea of many years standing became a reality. A temporary pedestrian shopping mall, complete with sidewalk cafes and park-like landscaping, replaced traffic along a 1000-foot stretch of Water St.

Increasing competition from suburban commercial centres was a major impetus for making the area more attractive, safe and convenient for both residents and tourists. To prepare a plan the Downtown Development Corporation, in co-operation with the City Council, commissioned Project Planning Associates Ltd. – a firm involved in similar schemes in several other Canadian cities. The program included a "fix-up, paint-up" campaign and improvement of off-street parking facilities and traffic patterns for the central business district as a whole.

Careful account of costs and sales before, during and after the creation of the mall will help businessmen determine subsequent summer improvements. Conceivably, the temporary mall could become a permanent feature of historic downtown St. John's, as was the case with the Sparks St. mall in Ottawa.

REGIONAL FIRE-FIGHTERS

Regionalism is the big topic in city halls across Ontario these days. But it isn't only the gospel that is sparking interaction and cooperation between municipalities and their neighbors.

The mayors of six municipalities in the Waterloo area recently reached agreement on establishing a regional fire brigade. With income from the five towns of South Stukely, Warden, Ste. Etienne, Shefford and St. Joachim, the town of Waterloo is to spend $40,000 on new fire-fighting equipment with which to fight fires outside the town limits. The five smaller municipalities will each be charged annually at the rate of one dollar per thousand dollars valuation.

This means a house owner will pay $5 to $10 a year for full protection. Instead of having to get authority to call out the fire brigade, residents of surrounding townships can now dial emergency direct to the Waterloo fire department.

Artist's conception of Water St. Mall's West End, St. John's, Nfld.

Finning's near two-block re-landscaped complex which houses its tow motor and engine division in Vancouver, B.C.

As a special surprise during the presentation dinner, Mayor Carrie M. Cates of the City of North Vancouver presented President D. M. McNaughton with a scroll recognizing Park and Tilford's contribution to industrial beautification. The Honourable Kenneth Kiernan, Minister of Recreation and Conservation for the Province of British Columbia, (left) is chairman of the Trophy's Board of Trustees.

(Croton Studios photo)

B.C. TROPHY WINNER

Finning Tractor & Equipment Co. Ltd., of 555 Great Northern Way, Vancouver, won the Park & Tilford Trophy this year for a $950,000 expansion at the eastern end of its two-block complex and a complete landscaping project. Finning Co. President W. M. Young accepted the trophy, awarded annually to the B.C. Lower Mainland business contributing most to the natural beauty of its surroundings.

"Finning has proved beauty has a place in industry," said the judging panel. This rapidly expanding heavy equipment company is located in one of Vancouver's prime industrial areas.

The annual industrial beautification competition, which involves 29 communities between Squamish and Hope, was established by the North Vancouver distillery in the spring of 1968.

CCURR RESEARCH GRANTS

Five research grants, totalling over $20,000, have been awarded by the Canadian Council on Urban and Regional Research to further Canadian urban studies this year.

Andrew Quarry, of the Dept. of Political Science at U.B.C., is studying the reaction of different business owners to the prospect of dislocation by an urban renewal project in Vancouver.

James A. MacMillan, of the Dept. of Agricultural Economics and Farm Management at the University of Manitoba, will investigate how far economic growth in a development region can be promoted by right choices in the amount and placing of public facilities and services.

Grants were awarded for two University of Toronto research studies, under the direction of Larry S. Bourne in Geography and John R. Hitchcock in Urban and Regional Planning. Professor Bourne will base his studies on recent findings about Metro Toronto's physical and social structure to research how swift changes in the activities of metropolitan people bring about pressures and conversions in their brick-and-mortar accommodation. Professor Hitchcock will observe and study activity patterns in two planning agencies in Ontario.

Gilles Giguere, on leave from the School of Physical Education and Recreation of the University of Ottawa, will study the locational impact of urban parks in Ottawa.

ALBERTA, B.C. AND ONTARIO PACE RECORD CONSTRUCTION BOOM

Alberta, British Columbia and Ontario are pacing Canada to a record real estate and building boom, according to Douglas A. Brownridge, President of the Toronto Real Estate Board.

Despite a slump in residential building, "an overall construction boom in other sections will protect the whole industry from a recession," Mr. Brownridge said. Although restraint is imposed by governments and the central bank to check the inflationary rise in demand and prices, Mr. Brownridge expects business to be just as good, or better, than in the first half of the year in commercial development for the following reasons:

Real estate investors plan an average of two to three years in advance and thus have a big investment in plans, etc., before they start actual construction.

The cost of construction materials and labor is skyrocketing at a rate of over 10% per year. To delay building for two years would cost up to 25% more.

CROSSROADS CONFERENCE

The social, economic and human factors of urbanization was the theme for the Crossroads Conference held by the Saskatchewan Division of CPAC in Regina last May.

Dr. Jane Abrahamson, sociologist at the University of Saskatchewan, discussed urbanization and historical values; Gillis Miller, a Regina lawyer, spoke on economic changes; and Very Rev. William Sewell, dean of St. Paul's Pro-cathedral, discussed value changes and the family unit.

PLANNING VACANCY

DEPUTY CHIEF PLANNER
City of Toronto Planning Board
Toronto, Ontario, Canada
$16,036 to $20,277

Applications are invited before September 12, 1969, for the position of Deputy Chief Planner of the Planning Board. The City of Toronto, population 700,000, is the core of the Municipality of Metropolitan Toronto which with its five boroughs and the City has a total population of 2,000,000.

The Deputy Chief Planner performs executive duties as Deputy to the Chief Planner and will be expected to assume the administration of the Planning Office in the absence of the Chief Planner. His duties will include responsibility for assigning and co-ordinating the work program of the Planning Office and for recommending budgetary changes and supervising expenditures. He will also be expected to advise on the selection of staff and administration of personnel. One of the more important aspects of the Deputy Chief Planner's responsibilities will be the supervision of an effective public information program. His duties will also include representing the Chief Planner before Standing Committees of Council.

Applicants should be highly qualified planners with North American experience who are capable of undertaking full responsibility for the initiation of planning programs and the direction of the staff. They will be expected to be competent in making presentations of planning proposals to City Council and the Public.

Applications in writing, marked 'Confidential', should be addressed to: The Chairman, City of Toronto Planning Board, City Hall, Toronto 1, Ont.

URBAN INFORMATION SERVICE PROJECT

The Canadian Council on Urban and Regional Research is presently studying how urban information is handled in Canada. The final Report of the study is expected in the first half of 1970 and is to provide a design for a more efficient urban information network.

The Council is convinced that the final value of the study depends on the active participation of urban information users from the beginning. The Council therefore invites all individuals and agencies who use urban information to submit an outline of their experiences and suggestions.

The Council believes that an increase in the efficiency of gathering, storing and retrieving urban information will provide considerable savings in time and money for those throughout Canada who use such information.

Further information is available from the Council offices, Suite 511, 151 Slater, Ottawa 4.

PLANIFICATION DE L'EXPANSION REGIONALE

par l'honorable JEAN MARCHAND,
Ministre de l'expansion économique régionale

LE DÉVELOPPEMENT communautaire et l'expansion économique régionale ont beaucoup en commun. Tous deux visent améliorer le mode de vie de l'homme. Tous deux se fondent sur la croyance selon laquelle les besoins des individus et des familles ne peuvent être pleinement satisfaits dans notre société industrielle moderne s'ils sont le jeu du hasard et des circonstances. Enfin, tous deux exigent le maximum de collaboration et de participation de la part des intéressés pour obtenir une réussite complète.

Le thème choisi cette année pour la Conférence de développement national témoigne de façon encourageante de l'intérêt que l'Association canadienne d'urbanisme porte aux problèmes nés de la disparité qui existe entre les différentes régions du Canada. Ils comptent, sans aucun doute, parmi les plus graves problèmes auxquels le pays doit faire face aujourd'hui et j'espère que ce court article aidera à faire comprendre aux membres de l'Association ce que le gouvernement fédéral, et plus particulièrement le ministère de l'Expansion économique régionale, envisagent de faire remédier à ces disparités.

Le très honorable Pierre-Elliott Trudeau, premier ministre, a dit de la suppression de ces disparités régionales que c'est l'un des objectifs fondamentaux du gouvernement fédéral. On s'y attaque à l'échelon national parce que l'unité canadienne et la justice sur le plan social en dépendent. Tant qu'il existera des inégalités entre régions, on peut difficilement s'attendre à réaliser l'unité du pays et à développer le sentiment de l'identité nationale. Il est aussi manifestement injuste que certains Canadiens vivent dans la hantise d'un chômage massif et aient des revenus insuffisants parce qu'ils habitent une partie du Canada plutôt qu'une autre. Enfin, il est déraisonnable de permettre que certaines régions se dépeuplent systématiquement parce que rien n'y incite à l'action une population à court d'emplois productifs.

DISPARITÉ RÉGIONALE

Comme exemple de certains des problèmes que pose la disparité régionale, certains chiffres du Bureau fédéral de la statistique rapportés en 1966 sont révélateurs. Ils indiquent que 20 p. 100 des adultes qui ont fait leurs études dans les provinces de l'Atlantique, ont émigrés, vers d'autres régions du Canada. Parmi ceux qui ont fait des études universitaires, diplômés ou non, 28 p. 100 avaient quitté les provinces de l'Atlantique. Hormis le fait que tant de gens ont été déracinés, la population active qui reste doit pourvoir aux besoins

d'un nombre relativement grand de personnes soit trop âgées soit trop jeunes pour travailler et ceci avec des revenus moyens bien inférieurs à ceux du reste du Canada.

Les préjudices dont souffre une région à faible croissance, vont en s'accumulant. Ordinairement, une région de ce genre vivote en marge de l'économie du reste du pays; elle dispose d'un marché local relativement petit et n'est que modérément pourvue en ressources naturelles. Un trop grand nombre de ses habitants dépendent en particulier d'industries primaires languissantes.

Comme la productivité y est faible et qu'on y est peu porté à innover, le niveau d'instruction tend à rester stationnaire. En retour, elle attire moins les entreprises à la recherche de main d'œuvre spécialisée et cela entrave la formation de bons gestionnaires. Le problème se trouve encore aggravé par le départ des plus ambitieux.

En outre, la pénurie de capitaux empêche l'expansion des affaires, ni les gouvernements provinciaux ni les municipalités ne sont pas en mesure d'instaurer la vaste infrastructure de services publics indispensable aux industries modernes. En conséquence, l'économie de la région tend à s'en tenir aux méthodes traditionnelles à une époque où la rapidité des progrès technologiques exige une grande facilité d'adaptation pour saisir les occasions que présente l'économie nouvelle.

OBJECTIF GÉNÉRAL

Il ressort de cette brève description que le ministère, dont la création date d'avril dernier, se trouve en présence d'une tâche vaste et difficile. Mais l'objectif général peut en être énoncé très simplement: il consiste à créer de nouvelles possibilités d'emploi dans les régions à faible croissance du Canada et à aider les habitants de ces régions à en profiter. Il s'agit d'une part d'expansion économique et d'autre part de relèvement social.

Pour réaliser ces buts fondamentaux, le ministère de l'Expansion économique régionale travaille en étroite collaboration avec les autres ministères fédéraux et les gouvernements provinciaux à l'élaboration et à la mise en œuvre de plans conjoints d'expansion dans les régions à faible croissance. Il invitera aussi la population, les autorités locales, les associations d'affaires et autres organismes ou groupes bénévoles des régions intéressées à y participer.

Notre principale tâche sera peut-être d'attirer le genre d'industrie propre à produire de nouveaux emplois pour les gens des régions à faible croissance. Si, comme j'y ai déjà fait allusion, un désavantage en amène un autre, on peut en dire tout autant des avantages. Nous allons donc essayer d'activer ce second mécanisme en stimulant le genre de croissance qui mettra d'autres facteurs de croissance en marche. La plupart du temps, c'est l'industrie secondaire, fabrication ou transformation, qui déclenche le mieux ce mécanisme.

PROGRAMME DE SUBVENTIONS

C'est pourquoi nous avons en premier lieu demandé au Parlement d'adopter une nouvelle Loi sur les subventions au développement régional qui offre à l'industrie secondaire un nouveau programme de subventions susceptible de la séduire. Cette loi, adoptée en juin dernier, améliore grandement le programme qui avait été entrepris, il y a quelques années, par l'Agence de développement régional, aujourd'hui disparue. La Loi trouvera son application dans les régions où les possibilités d'emploi sont particulièrement insuffisantes mais qui profitent par contre de conditions très favorables à l'expansion de l'industrie secondaire et, de là, à la croissance économique.

Le but du programme est d'engendrer assez d'activité nouvelle pour briser le cycle de faible croissance et d'attirer assez de nouvelles industries aux endroits les plus prometteurs d'une région pour que d'autres industries viennent à leur tour s'y installer. On peut s'attendre à ce que ce genre de développement prenne surtout place dans les principaux centres, mais il est aussi possible aux plus petites villes d'attirer de nouvelles industries.

Les subventions les plus fortes seront offertes aux compagnies qui étendront leur activité aux régions désignées, soit en ouvrant de nouvelles entreprises, soit en orientant celles qui y existent déjà vers la fabrication de nouveaux produits. La subvention maximale consiste en un paiement équivalant à 25 p. 100 des immobilisations auquel viendra s'ajouter une somme de $5,000 par nouvel emploi créé jusqu'à concurrence de $12 millions. De plus petites subventions allant jusqu'à 20 p. 100 du montant des immobilisations seront versées aux entreprises qui augmenteront leur production. Ce genre de subvention sera offert pour la première fois aux entreprises qui moderniseront leurs installations actuelles. Ce détail est particulièrement important car, même si la modernisation ne crée pas nécessairement de nouveaux emplois, elle peut par contre faire subsister ceux qui, sans cela, auraient peut-être disparu.

L'attribution d'une subvention maximale ne sera pourtant pas automatique. Le montant réel de la subvention sera déterminé, dans tous les cas, en fonction des besoins financiers de l'entreprise et de sa contribution au développement économique de la région en question.

Le but du programme est de fournir une fois pour toutes à l'entreprise une subvention qui lui permette de se réinstaller dans une des régions les plus défavorisées au point de vue de l'emploi. Cette subvention permet à l'entreprise de s'installer à moindre frais, compensant ainsi les désavantages qu'il peut y avoir à s'établir dans une région à faible croissance. A mesure que des industries s'installent dans la région, les désavantages premiers disparaissent et la région se transforme en un centre de croissance industrielle.

AUTRES PROGRAMMES

Ces subventions ne peuvent manquer de donner un nouvel essor à l'industrie canadienne; elles n'apportent toutefois pas de solutions à tous les problèmes de toutes les régions à faible croissance. Il va falloir instituer d'autres programmes, programmes de réaménagement des ressources par exemple, d'amélioration des transports ou encore d'expansion de l'industrie touristique. Nous devons aussi nous occuper d'orientation professionnelle, de formation et, dans certains cas, de transplantation de certains secteurs de la population.

Nous devons tenir compte du fait que les problèmes varient selon les régions. Tel ensemble de programmes qui donne de bons résultats dans telle région peut n'avoir aucun effet dans telle autre. C'est pourquoi le Ministère doit se montrer très souple dans ses programmes et conformer ses efforts aux besoins d'une région particulière.

Pour ce faire, nous nous proposons de faire appel à la collaboration des gouvernements des provinces dans le choix des régions où concentrer nos efforts et dans l'élaboration et la réalisation de plans de développement spécialement conçus pour régler les problèmes de chacune des régions. En fait, nous avons déjà entamé des discussions à ce sujet avec divers gouvernements provinciaux.

A titre d'exemple du genre d'effort que nous sommes prêts à fournir, peut-être puis-je citer un programme en particulier qui présentera probablement un intérêt tout à fait spécial pour l'Association canadienne d'urbanisme. Il s'agit de l'aide au développement de l'infrastructure dans ce que l'on pourrait nommer des centres de croissance, c'est-à-dire, les communautés où, au sein des régions à faible croissance, se situeront probablement les industries.

Si nous voulons créer des centres de croissance indépendants, nous devons faire plus qu'offrir des subventions à l'industrie. Nous devons encore nous assurer que l'agglomération offre des conditions aussi avantageuses que possible à l'établissement d'industries et qu'elle peut fournir les installations et services nécessaires à leur bon fonctionnement.

Mais, comme je l'ai dit plus tôt, c'est-là un des plus grands handicaps des agglomérations situées dans les régions à faible croissance. Ni les agglomérations ni les gouvernements des provinces n'ont les ressources financières qu'exigerait l'installation des services locaux nécessaires à l'industrie moderne.

DÉVELOPPEMENT COMMUNAUTAIRE

C'est d'ailleurs pour cette raison que le ministère essaie d'arriver à une entente avec les gouvernements provinciaux en vue de l'élaboration de plans conjoints de développement communautaire destinés aux centres qui offrent les meilleures possibilités de croissance industrielle.

Nous nous proposons d'accorder des subventions et des prêts aux provinces pour les aider à établir et à consolider l'infrastructure si nécessaire dans ces collectivités où l'on désire accélérer l'expansion industrielle. Le genre de services auxquels je fais allusion consisterait en canalisations d'eau par exemple, une usine d'épuration des eaux d'égout, un réseau de transport ou encore en un parc industriel sans lequel une industrie ne peut s'établir ou se développer.

Il est cependant aussi important, tant pour l'expansion régionale que pour le relèvement social, de disposer de bons logements, d'écoles et d'hôpitaux, autant d'installations sans lesquelles les communautés ne peuvent s'épanouir. Les communautés ne doivent pas être uniquement des endroits où l'on travaille, mais aussi des endroits où il fait bon vivre. Si ce genre d'installations est nécessaire pour stimuler l'expansion industrielle d'une communauté où les possibilités de croissance économique sont bonnes, le Ministère pourra alors aider les gouvernements provinciaux à les construire.

Dans cet exposé, je n'ai pas essayé de décrire les projets du Ministère dans tous leurs détails. J'espère cependant que j'en ai dit assez pour vous montrer de quelle façon nous nous proposons d'aborder notre travail. L'important est que nous puissions travailler en étroite collaboration avec les gouvernements des provinces et résoudre les problèmes de certaines régions selon un plan d'action bien établi.

J'ai l'espoir que, grâce à nos efforts, l'expression "région à faible croissance" disparaîtra rapidement du vocabulaire économique du Canada.

PLANNING FOR REGIONAL DEVELOPMENT

By The Honourable JEAN MARCHAND
Minister of Regional Economic Expansion

COMMUNITY PLANNING and regional economic expansion have much in common. Both seek to improve the quality of human life. Both are based on the belief that the needs of individuals and families cannot in our modern, industrial society be adequately met if left entirely to the play of chance and circumstances. And both require the fullest possible co-operation and participation of the people concerned if they are to be truly successful.

The theme of this year's National Planning Conference is an encouraging sign of the interest that the Community Planning Association is taking in the problems created by the disparities between the regions of Canada. These are undoubtedly among the most serious problems facing Canada today and I hope that this brief article will help explain to CPAC members what the federal government, and the Department of Regional Economic Expansion in particular, plans to do about disparities.

The reduction of regional disparities has been described by the Prime Minister, the Right Honourable Pierre-Elliott Trudeau, as one of the fundamental goals of the federal government. It is being tackled on a national basis because of its importance in strengthening Canadian unity and promoting social justice. As long as some regions are "less equal" than others, one can hardly expect to have a united country and a growing sense of national identity. It is also patently unjust that Canadians should endure heavy unemployment and inadequate incomes because they live in one part of the country rather than another. Finally, it is unreasonable to permit the drastic depopulation of certain regions because of the lack of challenging and productive opportunities.

REGIONAL DISPARITIES

As an example of some of the problems created by regional disparities, some DBS figures reported in 1966 are revealing. They show that 20 per cent of the adults educated in the Atlantic Provinces had gone to live in other parts of Canada. Of those who had degrees or some university education, 28 per cent had left the Atlantic Provinces. Apart from the fact that so many people have been uprooted, the working population that remains must support a relatively larger number of people who are either too old or too young to work, and on average incomes that are much lower than those of the rest of Canada.

The disadvantages of a slow-growth region have a way of piling up. Usually such a region is on the fringe of the continental economy; it has a relatively small local market and is only moderately endowed with natural resources. Notably it has too many people depending on depressed primary industries.

Because its productivity is low and the stimulus to innovate is weak, the pressure and capacity to raise educational standards are less than in other places. This in turn makes the region unattractive to firms that are looking for a supply of skilled labour, and it hampers the development of managerial talent. The outmigration of many ambitious people further aggravates the problem.

In addition, a shortage of capital inhibits the expansion of business, and provincial governments and municipalities are not able to afford the extensive infrastructure of public services that modern industry must have. As a result, the region's economy tends to stick to traditional patterns at a time when rapid technological change demands great adaptability to take advantage of new economic opportunities.

DEPARTMENT'S PURPOSE

From this brief description it is obvious that the Department, which came into being last April, has a large and difficult task ahead. However, its general purpose can be stated quite simply: It is to create new job opportunities in the slow-growth areas of Canada and to help the people in those areas take advantage of the new opportunities. The first is a process of economic expansion; the second of social adjustment.

To achieve these basic objectives, the Department of Regional Economic Expansion will work closely with other federal departments and provincial governments in preparing and implementing joint development plans for the slow-growth regions. It will also invite the participation of the people, local authorities, business associations and other voluntary agencies or groups in the areas concerned.

Possibly our most important job will be to attract the right kind of new industry to produce new jobs for the people of the slow-growth regions. If, as I have suggested, one disadvantage can lead to another, the same may be said of advantages. Therefore, we will be trying to make the process work in reverse, to stimulate the kind of growth that will set other growth factors in motion. Most often it is secondary industry, manufacturing and processing, that will provide the best start for this process.

INCENTIVES PROGRAM

That is why one of our early steps was to introduce a new and more effective program of incentives to secondary industry in the new Regional Development Incentives Act which was passed by Parliament in June. This is an extension, as well as a major improvement, of the program that was begun a few years ago by the former Area Development Agency. It is aimed at regions where job opportunities are exceptionally inadequate and particularly at those centres within them where there is a good potential for the development of secondary industry and a chance that it will lead to further economic growth.

The aim is to generate enough new activity to break the cycle of slow growth, to attract enough new industries to the most promising locations in a region so that other industries will follow suit. This type of de-

velopment is likely to take place to a great extent in major centres, but smaller towns may also be expected to attract new industry.

The largest incentives will be offered to firms that undertake new activities in the designated regions, either by opening new plants or by expanding or improving existing ones to make additional products. The maximum incentive is a payment of 25 per cent of the capital costs plus $5,000 for each new job created, up to a limit of $12 million. Firms expanding their operations to produce greater quantities of the same commodity will be eligible for a smaller incentive of up to 20 per cent of capital costs. This smaller incentive will also be available for the first time to firms modernizing their existing facilities. This is important since, although modernizations will not normally create new jobs, they can often retain jobs which might otherwise be lost.

Maximum grants, however, would not be awarded automatically. The actual amount of the incentive grant in any particular case would be determined by the company's need for assistance and by the contribution it would make to the economic development of the area concerned.

The object of the program is to provide a company with a once-for-all incentive to make a new start where employment is most needed. The incentive is designed to reduce the firm's capital costs and thus to offset the disadvantages of locating in a slow-growth area. As more and more industries locate in such an area, the initial disadvantages gradually disappear and the area becomes a focus for industrial growth.

FLEXIBLE APPROACH

However, while these industrial incentives will give new impetus to development in areas across Canada, they cannot provide the answers to all of the problems of all slow-growth regions. There must be other programs as well, programs which, for example, can aid resource adjustment, improve transportation or help develop the tourist industry. We must also be concerned with helping people through job counselling, training and, in some cases, assistance in moving.

The fact is, however, that different areas have different problems. The mix of programs that may work effectively in one area may be of no use in another. This means that the department's approach must be flexible, that we must be able to tailor our efforts to fit the needs of a particular area.

To do this, we intend to work closely with the provincial governments in selecting the areas where our special efforts are to be concentrated and in preparing and implementing development plans specifically designed to meet the problems of these areas. At the present time, in fact, we are actively involved in discussions with various provincial governments on this subject.

As an example of the kind of effort we are prepared to make, I should perhaps refer to one particular program which is likely to be of special interest to the Community Planning Association. This involves assistance for the development of infrastructure in what could be described as growth centres, the communities within the slow-growth areas where industry is most likely to locate.

If we are to create self-sustaining growth in such communities, we must do more than offer incentives to industry. We must ensure that the community itself is made as attractive as possible as an industrial site, that it can provide the facilities and services which industry must have if it is to function effectively.

As I indicated earlier, however, this has long been one of the major problems facing communities in the slow-growth regions. Neither the communities themselves nor the provincial governments have the financial resources necessary to finance all of the local services required by modern industry.

COMMUNITY DEVELOPMENT

For this reason, the department intends to reach agreement with the provincial governments concerned on joint community development plans for the centres which have the greatest potential for industrial growth.

We are prepared to provide the provinces with grants and loans to help to build up the additional infrastructure urgently needed by those communities if they are to experience rapid industrial growth. The kind of services I have in mind are such things as water supply systems, sewage treatment plants, transportation networks and industrial parks without which industry cannot establish itself or expand.

Equally important to regional expansion and social adjustment, however, are such essential amenities as good housing, schools and hospitals without which communities cannot flourish. Communities must be not just places where people will find work, but also where they will be happy to live. If that sort of development is needed to stimulate industrial expansion in a community where the prospects for economic growth are good, then the Department would also be prepared to help the provincial governments in providing it.

I have not attempted here to give a complete account of the department's plans. I hope, however, that I have said enough to indicate the way in which we intend to do our job. The important thing is that we will work in close co-operation with the provincial governments and take a planned and co-ordinated approach to solving the problems of particular areas.

I am confident that with this approach we can, within a very few years, do much to remove the adjective "slow-growth" from Canada's economic vocabulary.

LA PRÉPARATION DU FUTUR CITOYEN À LA PARTICIPATION

par l'honorable JEAN-MARIE MORIN,*
Ministre d'État à l'Éducation,
Province de Québec.

PLACÉ SOUDAINEMENT en état de crise, contesté de toute part, affaibli par l'action conjuguée et souvent contradictoire des groupes d'intérêt et de pression, l'État moderne se rend finalement compte que les mécanismes traditionnels de la démocratie libérale deviennent de plus en plus impuissants à maintenir l'unité et l'ordre dans la société. Aussi, les Pouvoirs menacés sont-ils amenés à inventer de nouveaux mécanismes propres à refaire cette unité perdue et à reconstituer un consensus minimum entre les groupes, consensus sans lequel l'existence même de toute nation est impossible. La participation est devenue le mot clef de cette course en avant à laquelle doivent se plier les autorités en place.

Car il ne faut pas se le cacher, la crise de civilisation que nous traversons actuellement aboutit finalement et fatalement au siège même du pouvoir politique. Cette crise prend donc la forme d'un rapport de forces nouvelles qui conduira et qui conduit déjà à l'élaboration de nouvelles formes de gouvernement, où la participation d'un plus grand nombre d'individus et de groupes à l'élaboration des prises de décision sera accentuée.

Répartition du pouvoir

Il serait dangereux de croire que la mise en oeuvre de la participation constitue un problème nouveau de la démocratie libérale. Au contraire, sous un vocable à la mode, on retrouve un problème permanent: comment, dans toute société, le pouvoir doit-il être réparti et utilisé? Répondre à cette question qu'il faut tout simplement inventer ou provoquer la participation ne règle strictement rien tant qu'un nouveau mode de répartition du pouvoir n'a pas été accepté.

Jusqu'à maintenant cette répartition du pouvoir était relativement simple et les mécanismes électoraux ordinaires suffisaient largement aux exigences de participation des élites d'une société. Tant que ces élites étaient relativement homogènes, elles pouvaient facilement se contenter d'une possession alternée et plus ou moins régulière du pouvoir politique. L'action de quelques groupes de pression suffisait amplement à contenter les aspirations propres et les intérêts particuliers de certains groupes identifiés et permanents de la bourgeoisie industrielle. commerciale ou professionnelle. Quant aux masses populaires, la démocratie pour elles restait essentiellement formelle et se résumait aux seuls mécanismes électoraux.

Mais la multiplication des élites et par conséquent leur différenciation de plus en plus grande, les contradictions de plus en plus évidentes qu'elles affichent entre elles, risquent rapidement de conduire à l'anarchie puisque les mécanismes ordinaires de gouvernement n'arrivent plus à canaliser toutes les demandes et toutes les revendications. Incapables de faire taire les groupes et impuissantes à les contrôler, les sociétés modernes doivent trouver le moyen de les réintroduire dans un système quelconque de prises de décisions et de partage du pouvoir sous peine de tomber dans le désordre organisé. Tel est, en gros, le phénomène qui amène à la découverte de la participation.

Pouvoir basé sur la rationalité

La scolarisation massive des populations et, en particulier, l'augmentation générale du niveau de scolarité sont les principaux moteurs de cette crise de civilisation. A mesure que le niveau de formation et d'information des masses augmente, il devient de plus en plus difficile de les contrôler et de les gouverner. Au contraire, la multiplication des leaders naturels engendre par le fait même la contestation des pouvoirs établis. Et plus les bases et les méthodes d'action du pouvoir sont irrationnelles, plus cette contestation est virulente. Aussi, la seule façon de sortir de l'engrenage de l'anarchie, c'est d'introduire la rationnalité comme principale base du pouvoir politique.

*Allocution prononcée au Congrès annuel de la Division du Québec de l'Association canadienne d'urbanisme à Lévis, le 27 juin 1969.

La multiplication des élites intellectuelles amène un nouveau partage du pouvoir certes, mais porte aussi en son sein l'élément de solution qui permet ce partage: tandis qu'un pouvoir irrationnel, pour se maintenir, doit être le fait d'un petit groupe d'hommes, un pouvoir rationnel lui, peut être partagé par plusieurs. Aussi, le phénomène auquel nous assistons présentement dans de nombreuses sociétés industrielles avancées n'est rien d'autre que cet ajustement pénible entre la contestation d'un pouvoir irrationnel et l'édification de nouveaux mécanismes de partage et d'exercice du pouvoir basé sur la rationnalité.

Pour l'instant il semble que ce soit l'aspect contestation qui l'emporte sur l'aspect rationnalité mais il ne fait pas de doute qu'à moyen terme, l'autre côté de la médaille finira par prendre le dessus et que nous trouverons alors instinctivement ces nouveaux mécanismes de participation auxquels je faisais allusion tout à l'heure. La démocratie est basée essentiellement sur la rationnalité de l'homme et des choses et plus l'on avance dans cette voie, plus les mécanismes de gouvernement deviennent souples et complexes et plus ils font appel à un plus grand nombre de participants actifs.

Mission du système d'éducation

Or, la première mission de tout système d'éducation est justement d'augmenter et de développer le niveau de rationnalité de l'individu. Sur le plan politique où se situe la contestation et sa soeur jumelle, la participation, l'école doit donc développer chez l'homme des attitudes rationnelles, doit lui donner un cadre de référence objectif, doit lui donner des principes stables. Parce que l'école moderne fait accéder quasi automatiquement et parfois, à leur corps défendant, un grand nombre d'individus à la conscience politique et à la contestation de l'ordre établi, elle ne peut plus se permettre d'être apolitique sinon d'être anti-politique et anti-sociale comme elle l'a été trop souvent jusqu'ici.

La culture ancienne, l'humanisme, débouchait uniquement ou presque sur l'individu, sur le monde intérieur de l'homme, sur ses qualités intellectuelles, sur ses relations avec l'Être suprême et faisait entièrement abstraction de la société.

La culture moderne, la culture techno-scientifique, fait déboucher l'homme sur la rationnalité de la nature, sur l'ordre mathématique, et continue à faire encore abstraction de la société où elle s'exerce.

Bien plus, la civilisation technique qui est le produit de cette culture techno-scientifique a fait éclater les cadres sécurisants de la société traditionnelle. Non seulement les cadres moraux ont-ils sauté et avec eux, la cellule familiale traditionnelle, mais aussi les cadres occupationnels clairement identifiés. En émiettant les fonctions occupationnelles, la technique a rendu le travail anonyme et a fait de celui qui l'exécute un numéro. L'homme est devenu un être solitaire au milieu de la foule même de ses compatriotes parce que cette foule n'est plus encadrée, divisée logiquement en groupes bien identifiés et aux relations bien définies. Cette atomisation de l'homme l'effraie, le terrifie: elle fait de lui un dépressif qui se meurt lentement d'ennui ou encore un contestataire qui cherche à comprendre, à se situer, bref à retrouver une rationnalité qui lui échappe.

L'école techno-scientifique ou humaniste, ou même cette école nouvelle dite néo-humaniste qui tente d'allier culture humaniste et culture scientifique, ne se soucie à peu près pas de situer l'homme socialement, de lui donner les bases de la rationnalité sociale et politique. Paradoxalement, elle le fait déboucher brutalement sur l'organisation sociale, mais sans lui donner les moyens de s'y retrouver. Les principes de rationnalité technique et scientifique que l'école lui donne, ne lui est d'aucun secours pour le situer quand l'homme tente de les appliquer à l'univers social. Sans culture politique l'homme est sans lieu politique. Il est amorphe, apathique ou contestataire, mais il ne participe pas, ce qui est pourtant toute l'essence du système démocratique où il se trouve.

L'école doit donc devenir autre chose que le lieu de la contestation, elle doit même devenir autre chose que le lieu de la participation, elle doit devenir le lieu où l'on découvre l'ordre social et politique où l'on apprend les principes et les rouages de la démocratie, où l'on acquiert les qualités du citoyen.

Le rapport Parent

Que dit à ce sujet le rapport Parent?

Au paragraphe 21 du Tome II, il dit ceci sur la formation sociale de l'individu: "Enfin, bien que la fonction première de l'école concerne l'intelligence, c'est l'enfant avec tout son être qui est engagé dans l'éducation. L'école a donc une responsabilité plus globale, particulièrement à l'élémentaire et au secondaire; elle joue un rôle important dans la formation du citoyen. Dans et par l'école, l'enfant prend son premier contact avec une société organisée, extérieure au milieu familial; aussi l'école doit-elle lui apporter l'expérience la plus riche possible de la vie sociale et communautaire. Le climat scolaire ne doit pas favoriser l'individualisme, il lui faut développer chez l'enfant le respect et le souci d'autrui, le sens de l'équipe, la solidarité communautaire. C'est là un besoin plus particulier de la société moderne. D'une part, la démocratie exige de chacun une participation active à des groupes intermédiaires, un intérêt pour la chose publique. D'autre part, l'homme moderne est appelé à travailler dans des équipes et dans des ensembles; ainsi, dans l'industrie, la souplesse dans les relations humaines devient-elle presque aussi importante que les connaissances techniques. La culture intellectuelle, la formation morale et même religieuse ont trop souvent été envisagées de façon individuelle; il faut les élargir aux dimensions sociales".

C'est tout ce qui est dit à ce sujet dans le rapport de la Commission, mais c'est déjà suffisant. Ce qui l'est moins, c'est l'application qu'on en a faite. Une revision de l'action ou de l'inaction du ministère à ce sujet, particulièrement au niveau élémentaire et secondaire, mais aussi au niveau collégial, s'impose donc.

Le rôle de l'école au Québec

Au Québec, on a laissé presqu'exclusivement à l'Histoire, le soin de former des êtres politiques. Mis à part les aspects purement apologétiques de cette Histoire, jusqu'à récemment, cette discipline ne peut à elle seule assumer cette tâche.

Il faudra donc évaluer de nouveau les programmes existants sous ce rapport, introduire de nouvelles disciplines, élaborer des objectifs plus précis et les poursuivre d'une façon plus soutenue.

Pour le Québec, cet aspect de la formation de sa jeunesse prend maintenant valeur d'urgence. D'une part les événements de l'automne dernier dans les Cegeps devraient nous convaincre, qu'au plan des moyens et des principes d'action, la confusion la plus grande règne et que les valeurs démocratiques ne sont ni comprises, ni acceptées. Bien plus, ce phénomène se retrouve dans les couches les plus diverses de la population et il y a peu de groupes d'intérêt et de pression qui ne soient prêts maintenant à recourir à la force, au chantage et à l'intimidation pour parvenir à ses fins.

D'autre part, au moment où les institutions politiques internes du Québec sont remises en cause et tandis que le régime constitutionnel plus vaste où nous nous trouvons est lui aussi fortement ébranlé et sera profondément remanié d'une façon ou d'une autre d'ici peu, il devient essentiel d'enseigner les vertus démocratiques à un peuple qui en a si peu usé jusqu'ici.

Voilà donc à mon sens le rôle de l'école dans l'apprentissage du futur citoyen à la participation, c'est-à-dire faire de lui un être socialement rationnel, lui donner une culture politique, bref faire de lui un être politique, ce qui est d'ailleurs la définition même du citoyen.

Si ce but est atteint, il ne fait aucun doute que les mécanismes nouveaux de la participation seront trouvés et que les pouvoirs établis dans tous les secteurs de l'activité sociale devront ajuster en conséquence les modes d'exercice de l'autorité.

Monsieur Morin est né à Rivière-Ouelle, comté de Kamouraska. Après ses études primaires et secondaires, il se dirigea vers la pédagogie à Montréal, où il se spécialisa dans l'enseignement pour l'enfance exceptionnelle.

En 1949, il s'établit à Lévis où il enseigna jusqu'en 1966 au collège de l'endroit dont il fut, pendant quatre années, directeur du laboratoire des langues.

En juin 1966, monsieur Morin était élu député du comté de Lévis et en novembre il était nommé adjoint parlementaire du premier ministre du Québec.

En 1967, il a organisé à Lévis, au nom du gouvernement, les assises "Pour une politique de loisir au Québec".

Il est membre du Syndicat professionnel des enseignants (S.P.E.) et du Club des Lions de Lauzon; il est aussi Chevalier de Colomb, 4e degré.

Le 21 mars 1968, il était nommé ministre d'Etat délégué au Haut-Commissariat à la Jeunesse, aux Loisirs et aux Sports. Le 31 octobre suivant, il était nommé ministre d'Etat à l'Education et ministre d'Etat aux Affaires intergouvernementales pour l'Office franco-québécois pour la Jeunesse.

1969 National Planning

HIGGINS

Conference chairman **The Hon. Mr. Justice J. D. Higgins** officially opens CPAC'S 1969 National Planning Conference at 9:30 a.m. on Monday, 15 Sept., in Hotel Newfoundland. Delegates will be greeted on behalf of the province by **The Hon. John Nolan,** minister of municipal affairs, and on behalf of the city by **His Honour William G. Adams, QC,** mayor of St. John's.

The Hon. Jean Marchand, federal minister of regional economic expansion, will deliver the conference theme address at 10:30 a.m. At 12:30 **Mayor Adams** will chair the city-sponsored luncheon in The Holiday Inn when **The Lord Taylor,** president of Memorial University, will address the delegates.

MARCHAND

ADAMS

Monday afternoon "Regional Government" will be the topic. At 2:30 p.m. a panel presentation will be moderated by **Professor L. O. Gertler,** director of the University of Waterloo's school of urban and regional planning. Panel members are **The Hon. Darcy McKeough,** Ontario minister of municipal affairs; **His Honour Allan O'Brien,** mayor of Halifax; and **Mr. J. W. Oliver,** city commissioner of Prince Albert, Sask.

Tuesday, 16 Sept., at 9:00 a.m. **Mr. Tom Kent,** deputy minister of the federal department of regional economic expansion, moderates a panel presentation on "Regional

TAYLOR

GERTLER

McKEOUGH

O'BRIEN

OLIVER

Conference Participants

KENT

SMALLWOOD

Economic Development." Panelists are **Dr. R. S. Thoman,** director, regional development branch, Ontario department of treasury and economics: **Mr. M. J. Bacon,** partner in the firm of Proctor, Redfern, Bousfield and Bacon; **Mr. R. V. Blakely,** P.E.I. department of development; **Mr. L. D. R. Dyke,** Manitoba deputy minister of industry; and **Mr. C. W. Raymond,** department of energy, mines and resources.

In the afternoon "Regional Social Adjustment" is the subject. **Dr. R. W. Collier,** University of B.C. school of community and regional planning, will moderate a panel composed of **Mr. Andre Saumier,** assistant deputy minister (programming), federal department of regional economic expansion; **Mr. Z. W. Sametz,** deputy minister, Newfoundland department of community and social development; and **Mr. Martin Lowe,** president, Northern Regional Development Association of Port Saunders, Nfld. **Mr. D. Snowden,** Memorial University's director of extension, has prepared an audio-visual presentation on social adjustment programs in Newfoundland.

The Hon. Joseph R. Smallwood, PC, premier of Newfoundland and Labrador, will speak at a provincially-sponsored dinner at Memorial University Tuesday evening.

Wednesday at 9:00 a.m. **Mr Allan G. Moffatt,** CPAC's national president, will chair the 1969 Association Annual General Meeting in Hotel Newfoundland.

THOMAN

MOFFATT

COLLIER

SAUMIER

SAMETZ

LOWE

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These recent additions to the bookshelves of CPAC's National Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books and reports will be sent by mail on the understanding that return postage will be paid by the borrowers. Acession lists will be provided free on request.

BOOKS

B.G10 *The Story of Canadian Roads*, by Edwin C. Guillet. A fully illustrated instructive book on Canada's roads, with a historical approach. University of Toronto Press, 1968, pp.246, $9.50.

B.H11 *Social and Economic Information for Urban Planning*, Vol. 1, by Doris B. Holleb. Selection and use of social and economic information for urban planning. Published by the Centre for Urban Studies, University of Chicago, pp.187, 1969, $2.00.

B.H12 *Social and Economic Information for Urban Planning*, Vol. 2, by Doris B. Holleb. A directory of data sources of social and economic information for urban planning. University of Chicago, 1969, pp.312, $2.00.

B.J2 *The Economy of Cities*, by Jane Jacobs. "Why do some cities decline and die while others live and grow?" is the question answered in this book, by a revolutionary theory to explain the development of economies. Random House—New York, 1969, pp.268, $7.50.

C.A2 *Planning for Play*, by Lady Allen of Hurtwood. Fully illustrated projects and plans are suggested to back an urgent plea for action in the area of playgrounds for children. MIT Press, Cambridge, Mass., 1969, pp.140, $6.95.

C.W3 *Landscape With Figures*, by A. E. Weddle. A discussion of landscape and landscape architects. Liverpool University Press, Liverpool, England, 1969, pp.11.

D.C9 *Urban Dwelling Environments*, by Horacio Caminos, John F. C. Turner, John A. Steffian. An elementary survey of settlements for the study of design determinants. MIT, Cambridge, Mass., 1969, pp.242.

D.M5 *Network Diagrams and the Official Plan*, by the Department of Municipal Affairs. This manual examines the application of the network diagramming technique in planning large scale projects and the usefulness of such a technique in the preparation of official plans in Ontario. Community Planning Branch of the Department of Municipal Affairs, Toronto, 1968, pp.72, $5.00.

D.S10 *Le Droit de la Construction*, par Roger Saint-Alary, Presses Universitaires de France, Paris, 1969, pp.126.

E.E1 *Environment and Change, the Next Fifty Years*. Commissioned and edited by William R. Ewald Jr. An excellent study of environmental changes in a sociological perspective. Indiana University Press, 1968, pp.392, $4.95.

E.E2 *Environment and Policy, the Next Fifty Years*. Commissioned and edited by William R. Ewald Jr. Based on papers commissioned for the American Institute of Planners' 2-yr. consultation. Excellent articles with criticism on on various phases of community development. Indiana University Press, 1968, pp.453, $4.95.

E.F4 *Urban Dynamics*, by Jay W. Forrester. A theory of the processes that affect the life and death of cities. A statistical study complete with diagrams. MIT Press, Cambridge, Mass., 1969, pp.285, $12.50.

E.G8 *Centralized Relocation*, by Robert P. Groberg. This book describes progress in relocation assistance and brings practical assistance to the administrator of operating programs. Case studies included. Published by National Assoc. of Housing and Redevelopment Officials, Washington, 1969, pp.208.

E.15 *Une Ville à Vivre*. Un colloque sur l'habitat urbain d'aujourd'hui et de demain. L'Institut Canadien des Affaires Publiques (ICAP), 1967, pp.251, $2.50.

E.L6 *The Citizen's Guide to Urban Renewal*, revised edition, by Carl G. Lindbloom and Morton Farrah. Many new approaches have been added to the constantly evolving program of urban renewal started 20 years ago by the American federal government. This book is primarily intended to help professional planners understand urban renewal projects and to help the citizen become aware of what is required to make a successful urban renewal program. Chandler-Davis Publishing Company, West Trenton, N.J., 1969, pp.192, $2.50.

E.R8 *Social Innovation in the City — New Enterprises for Community Development*, edited by Richard S. Rosenbloom and Robin Marris. A collection of working papers of Harvard University's program on Technology and Society. Published in Canada by Saunders of Toronto, Ltd., 1969, pp.200, $3.00.

E.T5 *London's New Towns*, by Ray Thomas. A study of self-contained and balanced communities in England. PEP, London, England, 1969, pp.100.

F.K1 *The Impact of Railways on Victorian Cities*, by John R. Kellett. An illustrated study of the effects of railways on Britain's five largest cities. Fully documented, this account traces the evolution of the new transport medium from pre-existing railway conditions to a general analysis of its impact upon nineteenth century cities. University of Toronto Press, 1969, pp. 467, $11.50.

REPORTS

Planning for Preservation, prepared by Robert L. Montague III & Tony P. Wrenn. This publication attempts to encourage preservation of historically significant and interesting buildings. American legislation concerning preservation is explained. Published by the American Society of Planning Officials, Chicago, 1964, pp.42, $2.50.

Conservation of Historic & Cultural Resources, by Ralph W. Miner. An approach to historic and cultural preservation with a comprehensive conservation program outlined. Fully illustrated. American Society of Planning Officials, Chicago, 1969, pp.56, $5.00.

Midwestern Ontario Development Area. A reference publication of a recommended program for development 1969-1973. Prepared by Planning & Resources Institute, University of Waterloo in conjunction with Midwestern Ontario Regional Development Council, 1969, pp.170.

The Second Regional Plan by the Regional Plan Association. A draft for discussion on regional planning. New York City, 1968, pp.103.

First Canadian Urban Transportation Conference Proceedings, "Opportunity or Chaos". Published by Canadian Federation of Mayors and Municipalities, 1969, pp.377.

Planning for Smaller Towns. An illustrated report on methods of preparing municipal plans in small towns, using Clarenville, Nfld. as an example. Project Planning Associates, London, Toronto, Halifax and St. John's, 1968, pp.55.

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